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ACTION RP-10INFO OCT-00 ADS-00 AID-07 INR-10 EUR-12 SS-10 CIAE-00
EB-08 IO-15 NEA-06 NSAE-00 COME-00 HA-06 TRSE-00
AGR-01 ICAE-00 SR-04 /088 W
-----132647 311345Z /53R 310907Z MAR 82
FM AMEMBASSY ISLAMABAD
TO SECSTATE WASHDC 2868
INFO USMISSION GENEVA
AMEMBASSY BONN
AMEMBASSY BRUSSELS
AMEMBASSY ROME

DEPARTMENT OF STATE A/CDC/MR	
DATE	4/3/82
TITLE	
PERSONS	
INITIALS	
DATE	

C O N F I D E N T I A L SECTION 01 OF 02 ISLAMABAD 04803
ROME FOR FODAGE.O. 12065: GDS 3/30/88 (RATTRAY, A.L.) OR-E
TAGS: SREF, UNHCR, WFP, PK
SUBJECT: AFGHAN REFUGEE RELIEF PROGRAM

REF: GENEVA 3552 (NOTAL)

1. C - ENTIRE TEXT.

2. EMBASSY UNDERSTANDS THAT RECENT VISIT BY GENEVA-BASED UNHCR EXTERNAL AFFAIRS OFFICER VON ARMIN HAS RESULTED IN RECOMMENDATIONS CALLING FOR CUT-OFF OF ALL ASSISTANCE, INCLUDING FOOD, TO REFUGEES LIVING OUTSIDE OF OFFICIALLY DESIGNATED REFUGEE VILLAGES ("FREE LIVERS"), CESSATION OF UNHCR PAYMENT TO GOP FOR REFUGEE CAMP ADMINISTRATIVE COSTS AND INVESTIGATION OF POSSIBILITY OF UNHCR FUNDING FOR GOP INLAND TRANSPORTATION COSTS FOR RELIEF COMMODITIES.

3. FOLLOWING ARE EMBASSY COMMENTS ON THESE PROPOSALS
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AS EXPLAINED BY UNHCR/ISLAMABAD (WE HAVE NOT SEEN

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ACTUAL REPORT):

A. AID TO "FREE LIVERS": VON ARMIN'S TEAM WAS APPARENTLY CONCERNED THAT INFLATION IN GOP REFUGEE REGISTRATION DATA COULD UNDERMINE CREDIBILITY OF RELIEF PROGRAM IN EYES OF DONOR NATIONS. "SOLUTION" SUPPOSEDLY PROPOSED WAS TO REQUIRE ALL REFUGEES TO LIVE IN OFFICIALLY DESIGNATED REFUGEE VILLAGES OR FACE TOTAL SUSPENSION OF UNHCR/WFP ASSISTANCE INCLUDING FOOD. THIS WOULD PRESUMABLY RESPOND TO DONOR NATION CONCERNS BY ALLOWING BETTER MONITORING OF RELIEF GOODS DISTRIBUTION. WE BELIEVE THAT A CUT-OFF OF AID TO REFUGEES LIVING OUTSIDE OF REFUGEE CAMPS IS POTENTIALLY DISASTROUS FOR THE REFUGEE PROGRAM AND FOR U.S. INTERESTS. AMONG OTHER THINGS, TENTS, QUILTS, AND BELLS, NOT TO MENTION CAMPS AND STAFF, TO ACCOMMODATE AN ESTIMATED 350,000 "FREE LIVERS" DO NOT EXIST AND WOULD HAVE TO BE PROVIDED AT CONSIDERABLE EXPENSE, THUS NEGATING ANY POSSIBLE SAVINGS ACCRUING TO PROGRAM BY THEORETICALLY ELIMINATING DOUBLE RATIONS OR RATIONS FOR "NON-EXISTANT" REFUGEES. FURTHERMORE, AS RECENT GOP RE-ENUMERATION EFFORT HAS SHOWN, REFUGEES IN CAMPS DO NOT NECESSARILY PROVE EASIER TO COUNT AND CONTROL: AFGHAN REFUGEES ARE WELL-ARMED AND ORGANIZED AND STRONGLY OPPOSED TO OUTSIDE EFFORTS TO COUNT THEM OR RESTRICT THEIR MOVEMENTS FOR A VARIETY OF CULTURAL AND POLITICAL REASONS, NOT THE LEAST AMONG THEM BEING UNHAMPERED PURSUIT OF JIHAD AGAINST THE SOVIETS. VON ARMIN'S PROPOSALS APPARENTLY DO NOT ADDRESS ISSUE OF REFUGEES' SEASONAL MIGRATIONS AND THEIR TENDING OF ANIMAL HERDS LOCATED AT CONSIDERABLE DISTANCE FROM REFUGEE CAMPS. ELIMINATION OF FOOD FOR "FREE LIVERS" WOULD DRASTICALLY REDUCE FLEXIBILITY OF GOP IN DEALING

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WITH LOCAL POPULATION, WHO IN SOME AREAS ARE PERMITTED TO RECEIVE FOOD RATIONS AS PARTIAL COMPENSATION FOR TOLERATING LARGE REFUGEE PRESENCE. WE ASSUME REFUGEES WOULD NOT PASSIVELY STARVE! "FREE LIVERS", FINDING FOOD AID ELIMINATED AND CAMPS EITHER NOT EXISTING OR UNABLE TO HANDLE INFLUX, WILL TAKE WHAT THEY NEED. WORST OF ALL PROPOSED CUT-OFF DISCRIMINATES IN PARTICULAR AGAINST NEW ARRIVALS FROM AFGHANISTAN, THOSE MOST IN NEED OF ASSISTANCE, WHO HAVE NOT FOUND SPACE AVAILABLE IN DESIGNATED CAMPS. RECOMMENDED POLICY WOULD ALSO CON-

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FLICT WITH STATED UNHCR OBJECTIVE OF PROMOTING SELF-SUFFICIENCY AMONG REFUGEES.

B. "LOGISTICS SUPPORT" VS. TRANSPORTATION COSTS: ELIMINATION OF FURTHER UNHCR FUNDING OF GOP ADMINISTRATIVE COSTS IN CONJUNCTION WITH POLICY OUTLINED ABOVE OF ENCOURAGING EVEN GREATER NUMBERS OF REFUGEES INTO CAMPS IS INHERENTLY CONTRADICTORY. VON ARMIN'S REPORTED OFFER TO EXPLORE POSSIBILITY OF UNHCR FUNDING FOR CLAIMED GOP INLAND TRANSPORTATION COSTS AS "COMPENSATION" FOR TERMINATION OF "LOGISTICS SUPPORT" MAKES LITTLE FINANCIAL SENSE AS CLAIMED TRANSPORTATION COSTS FAR EXCEED APPROXIMATELY DOLS 7 MILLION CURRENTLY EXPENDED ON ADMINISTRATIVE SUPPORT. WE STRONGLY URGE USG AS LARGEST SINGLE DONOR TO ENCOURAGE UNHCR TO CONTINUE FUNDING ADMINISTRATIVE COSTS AND AVOID INVOLVEMENT IN INLAND TRANSPORTATION ISSUE TO WHICH U.S. AND OTHER DONORS HAVE ALREADY MADE SIGNIFICANT CONTRIBUTIONS BI-LATERALLY AND WHICH IS AREA WHERE EXPENDITURES ARE MOST DIFFICULT TO MONITOR.

4. CONCLUSIONS: WE SECOND REFTEL'S SUGGESTION THAT DEPT REQUEST BRUSSELS AND BONN TO OBTAIN COPY OF VON

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ACTION RP-10

INFO OCT-00 ADS-00 AID-07 INR-10 EUR-12 SS-10 CINE-00
EB-08 IO-13 NEA-06 NSAE-00 COME-00 HA-06 TRSE-00
AGR-01 ICAE-00 SR-04 /009 M
-----132658 311345Z /83

R 310907Z MAR 82
FM AMEMBASSY ISLAMABAD
TO SECSTATE WASHDC 2066
INFO USMISSION GENEVA
AMEMBASSY BONN
AMEMBASSY BRUSSELS
AMEMBASSY ROME

C O N F I D E N T I A L SECTION 02 OF 02 ISLAMABAD 04003

ROME FOR FODAG

ARNIM'S REPORT. IF IT TURNS OUT THAT TEAM'S RECOM-
MENDATIONS ARE AS OUTLINED ABOVE, WE URGE USG TO
INDICATE A STRONG RESERVATION. WHILE REFUGEE DATA ARE
UNDOUBTEDLY INFLATED FOR SEVERAL REASONS, VON ARNIM'S
REPORTED "SOLUTION" IS WORSE THAN THE PROBLEM. FEW
REFUGEES RECEIVE ANYWHERE NEAR ALL OF THE RELIEF ITEMS
TO WHICH THEY ARE ENTITLED AND "FREE LIVERS" RECEIVE
LESS THAN MOST, E.G. UNHCR DOES NOT PROVIDE TENTS OR
OTHER NON-FOOD ITEMS TO THEM. WE FIND THE SUGGESTION
THAT THIS GROUP OF REFUGEES CAN AND WILL BE FORCED INTO
CAMPS UNREALISTIC, A FALSE ECONOMY OF THE WORST TYPE.
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